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## Educational Administration and Public Relations

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EDUCATIONAL ADMINISTRATION AND PUBLIC RELATIONS

By

Glenn D. Vanderpool

An extended paper submitted in partial fulfillment of the requirements  
for the degree of Master of Education,  
in the Graduate School of  
the

Central Washington College of Education,

June, 1953

DEDICATION

This study is dedicated to my wife,  
Thea,  
who furnished much needed inspiration.

## ACKNOWLEDGMENTS

Grateful acknowledgment is made to Dr. Charles W. Saale, Chairman Education & Psychology Division, who directed this study.

This paper is submitted in partial fulfillment of the requirements for the degree of Master of Education, in the Graduate School of the Central Washington College of Education.

Approved:

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Dr. Charles W. Saale, Chairman

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Miss Lillian Bloomer

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Mr. Fred Breit

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## CHAPTER I

### INTRODUCTION

Schools have learned the value of an effective public relations program. But too often these programs are aimed only at local citizens. There are many groups within the community, state, educational profession, and especially within the school itself which cannot be ignored if a public relations program is to do a powerful selling job.<sup>1</sup>

Involvement and participation on the part of the whole community in our public schools is becoming increasingly understood as a part of the broader concepts of Public Relations. The efficient and well informed administrator will recognize the need for a good program of community understanding. He will formulate plans to keep the public informed, to arouse public interest in the schools, and to encourage public participation in school planning. The program will be used to integrate school and community so that the public and the staff will work together for the improvement of education for all.<sup>2</sup>

Herein lies the task of the Educational Administrator. He must widen his view to behold the entire field of education, its relationship with each

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1. Ludeman, W.W., "Eight Keys to Public Relations", School Executive, 70:65, October, 1950.
  2. Loc. cit., W.W. Ludeman gives the following eight publics that the Educational Administrator must work with: Local Community Public, Statewide Public, In-School Student Public, Alumni Public, Prospective Student Public, Professional Public, Visiting Public, and Intra-Staff Public.

phase of the school community, as well as within the fold of education. The wider his field of vision, the more overlapping or interrelation becomes apparent between the workings of education and the school community. They cease to be two separate areas in which he, the Educational Administrator, must work but become all as one in producing the best possible educational opportunities for America's youth.

That exercising leadership in the community will make new demands upon the administrator must be admitted. We recognize the increasing complexity of the school leader's task. New responsibilities must be assumed for the functional adaptation of instruction, the in-service improvement of teachers, and the creation of cooperative programs of school-public relations. At the same moment that the educational leader assumes these new responsibilities the usual functions of school administration become increasingly more complicated.<sup>3</sup>

More and more the administrator is being regarded as a social engineer. He should have vision and courage, dynamic leadership and ability so that he can organize, plan and interpret in the light of needs for present and future society. He is a jack-of-all-trades and the master of each. Such is the role of the administrator in our social order today. Out of this leadership must evolve a skill which will enable him to exercise the methods of democratic leadership. He must operate in the areas of both school and community.

#### Need for Public Relations

A program of public relations is imperative because people have not

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3. National Conference of Professors of Educational Administration, Providing and Improving Administrative Leadership for America's Schools, Fourth Report, Bureau of Publications, Teachers College, Columbia University, 1951, 3.



achieved clear concepts of the nature of education. It is a social responsibility involving better human relations. Attention must be given to the opinions of the many publics, not to any general public opinion.

School Public Relations must be:

1. Honest in interest and execution.
2. Essential part of the school program.
3. Continuous in application.
4. Positive in approach.
5. Comprehensive in character.
6. Sensitive to the public concerned.
7. Simple in meaning.<sup>4</sup>

Existing needs of the community and school system must be the basis for a beginning and gradual development.

Confidence on the part of the people can be engendered by involving them in various phases of this program. No school can develop faster than the community is willing or able to progress. Understanding must always be present. A wise administrator can capitalize on the strengths of the layman and develop their potentialities. From this approach and need will develop an aroused and interested public that will not only agree but demand the best education available for their children.

The educational administrator therefore is the key person in every phase of his school life. The most important role he plays in this complex society of community and school is his relation with the public; how he interprets policy, interests the public, involves the public and produces results.

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4. "Public Relations for America's Schools, "Twenty-Eighth Yearbook of the American Association of School Administrators (Washington: National Education Association, 1950), pp. 17 et sqq.

This paper will attempt to analyze the qualifications and characteristics needed by an Educational Administrator to maintain desired public relations. Also Public Relations will be discussed as it applies to public schools in general and to the Educational Administrator specifically.

The material for this paper was gathered from the writer's own library, the Wenatchee Public Library, the Wenatchee Public School Professional Library, and indirectly, from the Library of Teachers College, New York City. Only books, pamphlets and periodicals were used as sources.

## CHAPTER II

### EDUCATIONAL ADMINISTRATION

In a country that has been favored with the ability to become a leader of other great countries of the world, it would pay to take time out for a moment to reflect on the many and varied reasons as to just why and how such a feat was accomplished and at the same time attempt to set a course of action that might guarantee this position for us all of the years to come. There is reason to believe that this guarantee is possible if the people who are presently enjoying it are aware of the kinds of leadership that is necessary in this great democracy of ours, to lead us ever onward to a kind of life and living that is more wholesome than is even this which we now have.

There is much to be said in this regard, but in a country that has cornered the market in scientific and technical knowledge, one that has as a result of this kind of knowledge been able to produce enough goods to care for the major portion of the world and in return for such goods and services, amasses an annual income that runs into the billions and billions of dollars, there is reason to believe that leadership for the job of securing such progress should not be left to chance. To maintain this mode of operation, the country has become aware of the fact that all of its people are necessary for sharing the necessary responsibilities for carrying on such a mass operation and that it can not afford to have persons unqualified for assisting in this great enterprise.

In the greatest governing body in the nation, it is possible to see men chosen for positions of leadership who are not qualified to represent the peoples of the world for they have not shown that they can lead those in their own communities to say nothing about what they might do for their state or the nation or the world.

The great desire is now to adequately care for the ills of this nation and the world and still maintain our position in the affairs of the world. To do this requires a kind of leadership such as has not been brought to the front for some time.

#### Leadership in Educational Administration

The schools of the nation must have better leadership if democracy is to survive in this country. The schools of the nation still remain the principle instrument for which the people can protect their right to decide the policies for which they are to be governed.<sup>1</sup>

Education as it would function, might be the answer to this whole matter of leadership as well as fellowship, for there is so much of the country's know-how that has not been introduced to the laymen in the streets and the man whose task it is to guide. It is possible that the kind of leadership that is necessary will have to be made, for they, the leaders, are not born. If indeed education can do these things, then we must be very sure that the persons who are chosen for the leadership role in our educational systems are men of great depth and feeling and qualified in all areas that would mean enlightenment to those who are faltering because they have never been shown the way.

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1. National Conference of Professors of Educational Administration, Providing and Improving Administrative Leadership, Bureau of Publications, Teachers College, Columbia University, New York, 1951, 13.

In a five point breakdown of leadership in Educational Administration is included the Qualification and Preparation of leaders. Those who are leaders possess certain characteristics which are described here as the qualities of leadership. If an understanding of leadership is to be obtained, one needs a good understanding of individuals, organizations, conditions, and of their interrelationships.

Leaders are made as much by conditions, organizations and by followers as by any qualities which they themselves have. Five qualities of leadership will be discussed here, briefly, as follows:

Power of Enduring. Energy, vitality, or vigor. These qualities permit the unrelenting search for experience and knowledge which generally is a foundation for extraordinary capacity for leadership. Vigor is an element that is very necessary in personal relations in that it is a great aid to persuasiveness. A person of great vigor can be most compelling. Further, vigor and the power of enduring are important because leadership frequently requires long periods of work and tension without relief, when failure to endure may mean permanent inability to lead.

Decisiveness. Precisely what decision is or involves as a process will not be discussed here, but one must agree that it is an element of critical importance in all leadership, and all formal organization depends upon it. The ability to make decisions as a characteristic of leaders must also be noted. It depends upon a willingness to decide and the capacity to do so. Leadership requires making actual appropriate decisions and only such as are warranted.

There are two aspects of decisiveness that deserve consideration --

the positive and negative aspects. Positively, decision is necessary to get the right things done at the right time and to prevent erroneous action. Negatively, failure to decide creates an exceedingly destructive situation in organized effort. For delay either to direct or to approve or disapprove checks the decisiveness of others and introduces indecisiveness.

Responsibility. Responsibility can be explained by showing its likeness to a conscience. Like a conscience it gives an individual a sense of acute discomfort because of failure to do what he feels he is morally bound to do or because of doing what he thinks he is morally bound not to do. Such discomforts he will avoid; and therefore his behavior, if he is responsible, can be approximately relied upon. This stability of behavior is important to leadership. Fickle and irresponsible leadership is rarely successful.

Persuasiveness. Here is considered the ability to persuade and the willingness to persuade as necessary qualities without which all other qualities may become ineffective. There seems to be a certain amount of talent in exposition or public speaking involved. Also an understanding of the point of view and the interests of those to be persuaded.

Intellectual Capacity. There is necessarily some intellect needed for effective leadership as in most other capacities. Intellectual capacity is of unquestioned importance, and especially so in the age in which complex techniques and elaborate technologies are among the conditions of leadership. Leaders of the future will generally need to be intellectually competent.

Whatever his natural ability, every person who prepares for school administration should take the opportunity, in both his college and university preparation, to study school public relations. This is valuable and necessary, but the future administrator needs more help than that

offered in specific courses.<sup>2</sup>

Not listed with the five qualities but nevertheless necessary for leadership are: character, courage, and initiative. No explanation will be given for these for they more or less explain themselves. An Educational Administrator is not made of so many parts persuasiveness, with so many parts responsibility, stir well and then add slowly intellectual capacity and decisiveness-- yet different combinations of qualities produce quite different kinds of leaders, and the qualities and their combinations change with experience and with conditions.

Of the qualifications mentioned as necessary to leadership the only one that can be subject to specific training is the intellectual - the acquirement of general and special knowledge. There are several areas of knowledge that potential leaders must be aware of before their leadership can be effective. Generally speaking they are: training in the psychology of human nature, training in a knowledge of himself -- his strengths and weaknesses and qualities, and training in the attitudes of dealing with people.

In the process of relating the schools to the public, the educational administrator is unavoidably the key person upon whom the responsibility for a successful program must fall. The building of good school-community-relationships depends, in large part, on the administrator's ability to discharge, in

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2. American Association of School Administrators (Twenty-Eighth Yearbook), Public Relations for America's Schools, Washington: National Education Association, 1950.

their full scope, the functions of planning, informing, and coordinating.

"If any factor may be considered crucial to the success of man's efforts to control change, it is the quality of the leadership present in a given situation."<sup>3</sup>

Thus, leadership in public education has been confronted with the compulsion of equipping itself to keep pace with the ever-widening demands of the public. While there are different types and levels of leadership, the educational administrator may, directly or indirectly, come in contact with all.

Democratic leadership always exercises its function toward the achievement of two ends. First, society itself is improved. That is to say, things get done. Second, those who get things done are themselves improved. The fundamental purpose of education is to improve the power of people to act together. Democratic leadership, then is the only acceptable kind of leadership for education. It gets things done.

Public schools under democratic leadership are the most important single agency for the improvement of communities. As the school improves, so does the community.

#### Four Functions of Educational Administration

Democratic educational administration is an emerging characteristic. It appears only in spots. One may safely say that no school administrator exhibits completely all of the techniques of democratic leadership. However, one may predict that democratic leadership must exercise four important

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3. Miel, Alice, Changing the Curriculum, D. Appleton-Century Company, Inc. New York, 1946, 149.



functions in regard to improvement of the schools, on the one hand, and the improvement of the power of people to improve their schools on the other.

First, an Educational Administrator must exercise leadership in group determination of wants and needs. An administrator must identify himself with the problems of the people and community in order to invite their confidence in him. He must be well acquainted with other community leaders and with school staff leaders through individual and group conferences, social contacts, the study of the community, and the maintenance of comprehensive personnel records.

He must inform people regarding education, for the public is in no position to determine its wants and needs without knowing the possibilities for improvement. He must make people aware of better practices by drawing upon his own wide experience and training, by utilizing motion pictures, illustrated booklets, by assisting groups in locating and utilizing special consultants, and by encouraging visits of local people to places where there are examples of better practices.

Second, an Educational Administrator must exercise leadership in group evolution of a plan of action. An administrator must help the group to see a task in its entirety and the interrelationships of its component parts. He assists the group in outlining the whole job. He aids the group in identifying tasks which can be delegated with authority and responsibility. He helps it to organize the job; its objectives, the limitations of authority and responsibility of individuals and groups, and the interrelationships of sub-groups and individuals to the total project.

Third, an Educational Administrator must exercise leadership in the implementation of group planning. An administrator maintains a clear definition of the task along with others who are charged with the responsibility of implementing a group plan. He gives direction to the task. He assists the group to organize resources, materials, and people to carry out its plan. He is responsible for making available whatever aids are needed. He is not only concerned that the group gets its job done and that it is a good job, but also his concern extends to increasing skill of groups to execute their plans, and to the continued learning of individuals to effective group members.

Fourth, an Educational Administrator must join with others in appraising the quality of his leadership. The administrator shares with others the responsibility for making an account of the achievements of the groups. His responsibility may include the provision of facilities for the preparation of a written report. It certainly includes making time available to the members of the group to formulate a plan, to carry out the plan, and to make the report of progress. He stimulates the group to appraise its activities, procedures, and techniques; to evaluate its competence and disposition to work cooperatively.

He also evaluates his own leadership, its processes, and its outcomes. He and others with him examine his whole leadership in process; they examine particular projects with respect to processes and results.

Such are some of the important specifications for democratic educational administration in action. All educational leaders must adopt such techniques for themselves. The fostering of group action in solving problems is an

important area for improvement in the field of educational administration.

### Beginnings of the Position of the Educational Administrator

About one hundred years ago, when public school educational systems in the United States had developed to such proportions that the representatives of the people, the local school boards, could no longer keep pace with the situation, the office of the school superintendent was established to provide constant, competent, professional leadership to supervise and guide the school systems. Immediately the public assumed the defensive attitude, thinking that it was not a healthy situation to place America's most valuable natural resource, "our children," in the hands of one man, probably feeling at first that this new planner, coordinator and leader was just so much "dead weight" on the educational program pay roll. In due time, however, it was generally realized that a professional educational administrator was definitely a "must", but the dubious feeling on the part of most citizens lingered. This caused varying degrees of opposition to almost every move that the administrator made.

Although practically all Americans believe that a good education is a "ticket to success" of each individual, there seems to be as many different concepts about the educational process as there are people; thus it follows that since there are so many conflicting ideas about education, the American School Administrator is placed in a very precarious position in regard to his exercising the brand of leadership that will meet the fancy of the greatest number of people.

It has been the pattern in the past and will probably continue in the

future, that public school administrators will have to hurdle obstacles of all types, placed in his path by individual lay citizens and organized groups that possess very definite ideas concerning the way things are to be accomplished in the school systems.

The following factors are a few of the outstanding hindrances that prohibit the school administrator from becoming a "Social Engineer":

Curriculum Problems. Leadership with regard to school curriculum has always been a "thorn in the side" to the school administrator. There are those who believe the school's only task is to teach the "three R's", and opposing this is the idea that vocational subjects, competitive sports, languages, history, civics, etc., are essentials in forming a well rounded curriculum that will prepare pupils to live a more complete life in the complicated social life of this day and age.

Politics. In every public announcement or speech made by any public school leader, care must be exercised in order to refrain from uttering words or phrases that might be interpreted by citizens as a display of either favoritism for or resentment against any particular political group or organization.

Conflicting Social Pressures. Churches, politics, economics, social life, and personalities all tend to present conflicting influences, in variable degrees, to every Educational Administrator.

Personal Opposition. In addition to constant conflicting pressures from organized groups, there is resistance due to personality clashes. Special ambitions, jealousies of the people on the other side of the tracks, difficult parents, family feuds, and people with special interests, that continually add to the problems of the Educational Administrator.

Attacks on the Schools. Educational Administrators throughout the United States must realize the challenge of educating their communities concerning the fact that public education is the foundation of democracy. The administrator must be able to dampen or extinguish the many organizations or individuals that are seeking to destroy the American way of life by undermining public confidence in schools by their clever twisting of statements and acts of educational leaders in order to create doubt of the motives and methods of the entire public school system. The sincere, earnest followers of these radical groups must be taken by the hand and set on the right path again by informing them as to the real facts on an issue. Citizens must be made aware of the fact that public schools are responsive to the needs of the community and that constructive cooperation is the only way to achieve common goals.

Taxpayer Groups. In the taxpayer category you will always find the citizens that are constantly crying "reduce the taxes" and at the same time other elements of the population are urging the schools to add new and expensive services.

School District Reorganization. When reorganization of a school

district or consolidation of several school districts becomes necessary, the Educational Administrator usually inherits the task of pacifying disgruntled citizens and teachers who feel that an injustice has been committed against them. This task usually takes much of an administrator's valuable time.

Administrative, Financial and Legal Restrictions. There are many other difficulties that confront educational leaders, problems that are not nearly as flexible and fluctuating as the community influences mentioned above. These are the administrative, financial and legal restrictions that arise due to administration and financial support not advancing with the growth of school systems. Several of these conditions are listed below:

1. Legal powers and restrictions
2. School district organizations.
3. Lack of professional staff.
4. Working schedules and vacations.
5. Retirement protection.
6. Fiscal dependence.
7. Tax limitation.
8. Inadequate funds.
9. Legal status.
10. Teachers salaries.<sup>4</sup>

Special Interest Groups. Many organizations and groups that have special interests in schools should be mentioned here as possible obstacles to the educational leaders since they can very definitely be a source of trouble if not properly informed and handled by the Educational Administrator.

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4. "Leadership and Educational Administration", (Unpublished group project for Education 229a, Educational Administration as a Social Policy), Teachers College, Columbia University, 1952, 11.

They are as follows:

1. Parent Teacher Association
2. Business groups.
3. Rural organizations.
4. Professional groups.
5. Newspapers.
6. Veterans groups.
7. Labor unions.
8. Foundations.
9. Public inertia.<sup>5</sup>

All obstacles or possible hindrances mentioned herein are felt to be the outstanding ones experienced by the majority of the Educational Administrators throughout the United States. However, each community, whether it be urban or rural, has its own problems peculiar to its own political, economic, and social make-up.

To be dealt with properly, difficulties should be faced and understood, then through clear thinking, farsighted planning and vigorous cooperative action by citizens and educators together, our public schools, under the guidance and leadership of the Educational Administrator, will fulfill the hopes and expectations of the American people.

From the information presented, together with facts and suggestions from pertinent literature, a number of guides may be drawn concerning Leadership in Administration.

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5. Loc. cit., pl2.

Leadership Training is Important. It is agreed that in a democracy more than in any other form of government, high grade leadership is essential, whether it is in the Congress of the United States, the legislatures of the forty-eight states, the hundreds of municipalities, or among the persons concerned with the execution of any part of the educational plan.

Leadership training is important, but unfortunately, few colleges and universities have done more than to treat this area rather superficially. Although the colleges and universities may provide a program whereby students may improve the quality of preparation for leadership, no amount of formal training alone will suffice.

Effective leadership requires varied qualifications. More and more educators are recognizing that teachers, administrators, in fact, all adults grow just as children do, namely, "through doing". The leader, though he possesses little formal training as an administrator, must possess such qualities as spirit of sympathy; conformity to agreed patterns; ability to define, stimulate, and organize; a certain popularity; a sufficient humility; and a development of power and self-direction in others -- to mention a few.

Effective Leadership Promotes Better Relations. An Educational Administrator possessing these qualifications can envision the wide responsibility of the school in cooperating with other institutions, organizations, and agencies in the interests of the children's learning, growth, and welfare. Acceptance of this fact is in opposition to the assumption of some educators who believe the school can exist as a single agency. The safety of democratic practice is



best achieved through a spread of formal and informal responsibility among a number of institutions and agencies. An administrator possessing the wide variety of qualifications can develop a complete program of direct publicity in which all personnel share. An administrator possessing these qualifications can make use of the layman's attitude toward varied aspects of the school program. Finally, an Educational Administrator recognizes that essentially his is a service activity, and an agency through which education can be effectively administered.

There are no Basic Differences in the Authority. There are no basic differences in the authority of the administrative personnel, except in scope. The administration of the educational program is organized in many ways. Progressively, the administrative personnel assume new responsibilities, adhering more closely to functional rather than the empirical organization.

The many changes that have taken place in educational thought and practice have had considerable effect on school administration. The vast expansion and growth of the educational enterprise, the marked upgrading in the qualifications of the teaching personnel, and the broadened concepts of the role of effective leadership are a few aspects that have brought about a newer definition of the administrative function, a broader concept of democracy, and a more urgent need for democratic administration.

The Administrative Leader Faces a Technical Problem in the Organization of the Fields of Specialization. General obstacles or problems of administration vary according to the formal classifications which have been divided into elementary, secondary, and higher or advanced education. There are four fields of administrative problems in elementary education; namely, instruction and guidance; social interpretation; the mechanics of program and plant management and supplementary services.

The most important task of the school, whether it is the elementary, secondary, or higher institution of learning, involves the supervision of the instructional and guidance program.

The general administrative problems of the secondary school are similar to those of the elementary classification. Since the services offered by secondary schools are more extensive, as a rule, the problems of this field are considerably expanded. The general administrative problems in adult education are; (a) the use of the plant to the best advantage, (b) the long operation period which presents an "extra-pay" problem, and (c) finances for extension programs.

In a democracy every child must have the chance to obtain a well-rounded schooling. It is the responsibility of professional leadership to provide a desirable program, adequately administered, that will help the student cope with the rapidly expanding political, economic, educational, social, and moral problems which arise as a result of a rapidly changing social order.

The Educational Administrator Must be Democratic

"The ends pre-exist in the means." Emerson

Emerson could well have written the above quotation as one of the basic criteria of effective school administration. It must be recognized that no phase of the school program, and rightly so, affects the ultimate value of the school as much as does the nature of the administrative policies and their relation to the School Publics. In view of the importance of democratic educational administration one might conclude that practice would have kept closer to theory than evidence indicates. There seems to be little indication of disagreement with this concept of administration. The amount of available literature and the attention that has been given to this concept by professional schools leads to the conclusion that there is no lack of understanding of the concept. However, for lack of skill or for other reasons, evidence points to the unfortunate fact that practice has fallen far behind theory.

Within recent years, considerable change has taken place in what is known about the nature of learning and the nature of the individual. It is inconceivable that the effectiveness of these principles can be realized under an administrative organization that is based on authoritarian methods. In contrast to this, a recognition of significance of the individual's experiences in the learning process indicates that an effective organization would consider the contributions of all professionally trained people in the schools, students, parents, and others interested in the desirable development of the student. The concomitant outcomes such as staff and student morale

and community understanding should by no means be overlooked. It should not be construed that the mere presence of a democratic organization is enough. To give significance to the organization there must be an administrator who believes in the process and who is willing to direct exploration and experimentation with groups of various stages of readiness.

Thus, democratic administration is the planning and developing of the policies and program of the school by the cooperative process. The democratic Educational Administrator is one who takes the lead in this process.<sup>4</sup>

A comprehensive survey of the literature dealing with Democracy in Educational Administration, indicates an unusual degree of unanimity among the writers pertaining to points of principle of democratic administration. By no means is the following exhaustive but it is believed that the basic assumptions are included.

1. Democratic administration recognizes that those who are affected by the policy should be granted responsible participation to the extent of effective contribution in the formation of the policy. Students, staff members, laymen, and administrators should share in the administrative process.

2. Democratic administration is based on the concept that authority resides in the situation. The elements of administration are human materials; therefore, the administrator considers power through and with others rather

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4. A more thorough treatment of this concept is available in: Rogers, Virgil, "Developing Democratic School Leadership", School Executive, 69; 11-14, December, 1949.

than over others.

3. Democratic administration is aware of the degree of readiness of the individual and group to participate in the process. Also, there is involved the desire of the various groups to participate in the administrative process as well as the willingness of the administrator to share his responsibilities.

4. Democratic administration is concerned with the establishing and maintaining of conditions favorable to a desirable atmosphere. Each participant should be able to develop a feeling of individual importance, of belongingness, and of satisfaction from personal effort.

5. Democratic administration recognizes that the ultimate value of administration is the optimum development of those affected by the administrative process. It follows that democratic administration is concerned less with the art of authority and more with the art of assisting individuals and groups to realize maximum desirable growth.

6. Democratic administration accepts the fact that efficiency of the administrative structure is secondary to efficiency in regard to human values. It is not a question of sacrificing one for the other but of maintaining a proper balance which will permit a maximum of efficiency in operation as well as in human values.

7. Democratic administration involves no loss of authority by the status leader. It does represent a change in the function performed and position held by the leader.

8. Democratic administration assumes that assignment of duties must be accompanied by an acceptance of responsibility. It does not preclude the

possibility of mistakes on the part of participants. Rather the opportunity to make mistakes and profit therefrom is part of the process. Participants in a democratic program must develop self discipline. They should be willing to support the consensus of the group until such time as group opinion is proven wrong and the opportunity for change occurs.

9. Democratic administration recognizes the need for continuous evaluation by those engaged in the process in order to determine the effectiveness of the program.

Continuous evaluation of process is essential. This too must be carried on by both participant and observers. It must be attacked by introspection and observation, both of which must be consistent with democratic principles. We must never lose sight of the fact that evaluation considers what a group has cooperatively decided it can and should do. To examine a group's progress in terms of process facilitates good human relationships.<sup>6</sup>

10. Democratic administration is based on the fact that on all levels the working philosophy of the administrator should reflect democratic rather than autocratic methods. This involves administrative consistency as well as definitive statements specifically concerned with the responsibility and authority of all participating groups.

Obviously these statements of principle do not represent factors to which one should find severe objection. On the contrary indications are that

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6. Campbell, Clyde M., Practical Application of Democratic Administration, Harper & Brothers, New York, 1952, 270.

there is general acceptance and agreement. Furthermore, many educational administrators would contend that these principles are underlying the structure of his organization. Investigation may reveal that he seeks the help of the community involving the educational problems of his system. Further investigation, however, may reveal that only the recommendations which are in conformity with the existing organization are used. The teacher may have the opportunity of selecting the textbook that he is going to use but in the school plant, is not consulted in planning the room in which he is going to work. The student council, without prior notice, is given the assignment of improving discipline during the assemblies. Obviously, the council fails and the administrator concludes that the council had a chance and lost it. The examples indicate that the administrator is giving mere lip service to the idea of democracy in administration.

Real Meaning of Democratic Administration. It is believed that democratic administration will have real meaning when the administrator truly desires to share the administrative process; when the staff, students and laymen desire to participate in the process; and when all groups define the social role of education, understand the concept of combined participation, and possess the skills to become a part of the organization.

It is with this background that this paper now concerns itself with practical applications of democratic administration that affect the various groups concerned with the schools.

## Democratic Administration and the School Community

Institutions such as public schools have arisen when human beings have cooperated to achieve as a group, objectives beyond their reach as individuals. Public schools exist by virtue of consent of the public and those who operate the schools must recognize the mandates of the people.

Democracy holds as one principle the idea that group judgment is better than individual judgment. This is true only to the extent that the group is informed; that superior knowledge and skill are attributes of individual members of the group. Pooling of superior knowledge, skill and interest results in superior decisions.

If schools must obey the mandates of the public and if group judgment is superior to individual judgment, the position of the Educational Administrator in relation to the community the school serves becomes clear.

The administrator must work with individuals and groups and through individuals and groups in the community in order to insure the widest possible dissemination of the objectives, aims, and needs of the schools. The Educational Administrator must be a constructive community leader if he desires constructive school legislation and a forward, dynamic community policy toward education.

Community-school Cooperation. Community-school cooperation involves:

1. Careful choice of lay members of school-community committees in order to best utilize representative interests, and abilities of cooperating individuals;



2. Careful initial planning so only important problems are attacked, common understanding is established prior to action, and authority and responsibility are clearly determined;

3. Maintenance of flexibility so adjustments may be made whenever they are required;

4. Establishment of evaluation procedures so progress may be determined and procedures maintained or eliminated according to the results experienced;

5. Understanding of the purpose for community-school group action so the group is aware of a terminal point of group deliberations, the group realizes that a common point of view is being sought, and the group understands that recommendations follow consensus but policy making is legally a school board function.

Modern Trend Toward School-Community Cooperation. It is encouraging to note a marked trend toward close school-community cooperation is indicated throughout the nation. The trend is supported by the following observations:

1. Community needs and desires where schools are concerned are being tapped through setting up lists of speakers qualified to address school classes on various vocations, etc., and calling upon individuals who have special knowledges, experiences, and materials to share with an appropriate class, planning field trips to factories, offices, etc.

2. Community resources for enrichment of the school program are being discovered by conducting public opinion polls, initiating surveys, and fostering the pre-school census.

3. Understanding of problems, needs and methods of procedure, and

philosophy of business men and educators is being developed by promoting Business-Education Days when educators visit factories, stores, and banks and business men visit schools.

4. Gaining of community views and obtaining community assistance in matters involved in building programs, curriculum planning, budgeting, school district organizations, and collection of materials is resulting from securing lay participation on building planning committees, curriculum steering committees, etc., offering close school cooperation to P.T.A. program chairmen in order to insure a well-informed membership.

5. Involving the community in the defining of the social role of education for the community by setting up channels for a two-way communication concerned with using the educational process as a means of meeting community problems as well as solving school problems.

Leadership demands a knowledge both of what is and what should be, and the urge to move forward. School board members are in positions of leadership. Under our system of local control of education in the United States, it is in their power either to freeze or free public education. The way in which they work with the community will largely determine which they will do.<sup>7</sup>

Education in the United States is a state function. Vested with the authority and responsibility to carry out this function is the local school

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7. Davies, Daniel R. and Hosler, Fred W., The Challenge of School Board Membership, Chartwell House, Inc. New York, 1951, 47.

Board composed of lay citizens generally elected by the people. As has already been stated, this board is the policy making body of the school district in all matters pertaining to the schools. Charged with the administration of these policies is the educational administrator and his entire staff, both professional and non-professional. The part to be played by the administrator and the board of education in administration are so closely related that the roles will be considered jointly in this part of the paper.

Success or Failure of a School Program. It is evident that the success and quality of the school program depends in a large measure upon the interaction and relationships existing between the administrator, a board of education and staff as well as upon their individual and collective relations with the people of the community. In other words, the principles of democratic administration previously enumerated constitute potent guides of action for any administrator and board that would inspire the confidence and gain the support and cooperation of all the professional and lay people in the community.

The success or failure of an educational program often depends upon the extent to which the administrator and school board intelligently utilize the full potential of the staff and encourage maximum lay understanding of the power of education.

Conclusions in Relation to the Administrator and the Board. A study of the professional literature and good administrative practice leads to the conclusion that in relation to the administrator and school board, democratic administration will involve:

1. Having a philosophy of administration which hinges on cooperative

planning of the educational program by pupils, staff, and lay groups;

2. Keeping a two-way communication between the board and the community by belonging to community groups, keeping the board meetings open to the public, creating lay-advisory committees, using such devices as public opinion polls and forums for sensing the public will;

3. Giving the facts to the community concerning the financial expenditures and needs of the schools by; periodic reports, conducting public hearings on the budget, consulting and requesting citizens to help in the preparation of the budget;

4. Maintaining and securing good buildings by having pre-construction surveys, planning with lay committees, encouraging citizens to visit the schools to help evaluate their usefulness and determine their needs;

5. Developing good school staff moral by setting up employee committees to advise the board on personnel policies, making copies of such policies available to all affected by them, adequately financing in-service training programs, adopting favorable salary scales and liberal welfare policies with the assistance of staff representatives;

6. Continually evaluating the work of the schools by comprehensive surveys, spot checks, and invited visitors' reactions, involving the staff and laymen in such evaluative procedures as studies of drop-outs, opinion of graduates, and staff turnover;

7. Defining the areas of public misunderstanding by finding out in what groups and on what subjects there is too little knowledge to form sound opinions, making available information necessary to fill these gaps;

8. Recognizing the human element in democratic relationships by considering each fellow member just as conscientious, intelligent and community-minded as the other, considering essential differences objectively so as to produce harmony through understanding, appreciation and tolerance.

There is probably no area of work of the administrator of more importance than his relationship to the staff. The moral of the staff largely determines the effectiveness of the other work of the administrator. The administrator must realize that as morale is made up of the attitudes, emotions and feelings of individuals, means of favorably influencing these factors should be initiated. Inasmuch as outward dissension among the staff is not easily recognizable, positive means of approach should be used. These means should make opportunity for the contribution of the staff as well as for staff understanding of the overall policies.

It should be reemphasized that any administrator who wishes to exercise democratic leadership must encourage staff members to take initiative in solving their own problems. He must continually provide opportunities for them to contribute fully to the formulation of plans leading to a better instructional program. He must provide channels for the free flow of ideas and the democratic educational administrator never fails to recognize the worth of the contributions made by members of the staff, both individually and collectively.

Staff Participation. The following ways are suggested here by which staff participation in administrative affairs can be initiated.

1. Staff meetings in which the staff and administrator jointly determine the subjects for study and in which both contribute freely;
2. Staff representatives participating in the formulation of salary schedules and in plans for the administration of the schedule;
3. Participation by staff in an analysis and evaluation of job placement and job conditions;
4. Providing for staff members to participate in selection of new staff members and the induction of these members into the school and community;
5. Providing opportunities for staff selection of teaching materials;
6. Participating in administrative functions such as scheduling, building, planning, providing information to the public, etc.;
7. Encouraging channels of communication through committees such as teachers' interest committee, policy consultation committee, and grievance committee;
8. Initiating staff participation in community affairs.

In the exercise of the principle responsibility of the school, the administrative structure frequently fails to take into account that the amount of learning is directly related to the degree that the student in question identifies himself with the learning experiences. Evidence would not be difficult to find that would show a close relationship between an authoritatively administered school and a teacher dominated classroom. The ruthlessness of the Fascist youth represents in a dominated society the potential of youth for bad. A few pioneer schools in our country show the potential of youth for good when

youth is permitted to play a normal role and under guidance encouraged to contribute to the administrative function.

Offering of Opportunity. That youth has a right to share in the satisfaction of having participated in the planning and developing of an activity is seldom denied. Yet the opportunities afforded by our schools in this respect are usually limited. Practically every phase of school organization offers opportunities in this area.

Umstatted stated that the translating of this responsibility of the school into a program of action represents one of the most desirable practices in school administration.<sup>8</sup> Obviously, these practices have real meaning if one believes in the concept of self-discipline, has faith in the individual, subscribes to the principle of self-government, and believes in the earning of privileges by the performance of duties.

It is also highly significant that there are other values directly related to the efficiency of the school organization itself. Far too little emphasis has been placed on the ability of the student as a contributor to administrative policy and its functioning. In democratically operated schools, one finds not only rich student experiences for democratic living but also valuable student administrative assistance. These factors together with that of a rich potential for public relations indicate the values of students sharing in the administrative process.

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8. Umstatted, J. "What are the Most Promising Practices in Secondary School Administration?" National Association of Secondary School Principals Bulletin, 34: 176-180, March, 1950.

Suggested Student Contributions. In some schools students have made contributions in the following ways:

1. Promoting proper functioning of chartered school organizations;
2. Planning schedules and conducting assembly programs;
3. Handling school publications;
4. Accepting the responsibility for study halls;
5. Planning and supervising class and school elections;
6. Organizing drives and maintaining safety patrols;
7. Conducting community opinion polls; and
8. Participating in attacking and solving school-community problems.

Throughout this part of this paper attempts have been made to point up certain obstacles involved in changing to a democratic administration. One of the factors responsible for a lack of action in this area obviously has been the inability of administrators to cross these hurdles.

Democratic leadership does not mean laissez faire leadership. The administrator must have a real understanding of democracy in school administration and a sincere desire to share with interested groups. The groups must also clearly understand their position and desire to participate in the administrative process. They must develop competency; that with participation goes responsibility. Both must understand that some decisions and plans must be made immediately, and democratically agree on the method of how such cases shall be handled. Considerable attention should be given to ways of working together so that each participant may develop a feeling of a responsible member of the group and yet retain one's individuality.



Democracy in Action and Democracy in Words. A tremendous gap exists between democracy in action and democracy in words. This condition must be recognized and must be responsible for determining the approach to democracy in administration. The readiness factor is involved and should be adhered to. Varying degrees of readiness will likely be evident and it should be recognized early that some members of the group will continue to have strong adverse prejudices.

## CHAPTER III

### PUBLIC RELATIONS

The term Public Relations as it relates to public school education has often been misinterpreted and misunderstood. The ordinary layman and even the professional worker usually thinks of it in terms of newspaper and radio publicity, informing the public of what is going on in our schools. Publicity should not only be regarded as an important function of our schools, but also as only a part of the total program of Public Relations.

Public relations is the planned presentation of a point of view in terms which will create public understanding and acceptance. Public relations determines policy; policy determines publicity. Publicity is an art of winning the public. It is the how, when and where of influencing people. Publicity informs. Together these two definitions form the solid nucleus of a public relations program. Upon systematized public relations policies, a firm publicity frame-work can be erected.

Separation of school and community is now understood to be one of the greatest obstacles to meaningful education. It has long since been recognized that children have many teachers. The person who guides their development in the classroom is not the only one who is responsible for the things they learn. They learn graphic lessons from their parents; from the church; from movies and radio and television;

from the newspapers and the comics and magazines; from politics; from playmates; from the community itself.<sup>1</sup>

It is increasingly important that the educational administrator not work alone to improve the schools. It is his responsibility to coordinate all community and professional agencies in order that there be a planned approach. He must use all the tools at his disposal. There are many able people within a school system who have splendid ideas and varied and special talents that should be utilized for the benefit of the educational program. Every community has untapped human resources that could make a difference for good if capitalized. It is the duty of professional leadership to seek out those people and harness their abilities and interests for the common good.

There are several means of introducing the school to the community that the Educational Administrator has at his disposal. He may use the Unmet Needs Method, Public Opinion Polls, Lay Advisory Committees, School Students, or the Parent Teacher Association to either secure help on some school problem or just to disseminate information to the public. It will be the purpose of this part of the paper to present some of these methods of Public Relations and explain their use.

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1. Building Better Community Relations, Malvina W. Liebman, National Elementary Principal; Volume XXXII, Number 3; December, 1952, Department of National Education Association, Washington, D.C.

### Obtaining of Public Opinion

The Educational Administrator must frequently "feel the pulse" of the community if he is going to work effectively with that community. Too frequently the administrator has met opposition by attempting to move forward without an informed public. This would not have occurred had the voters had a better understanding of the issues and/or the administrator a knowledge of the public's thinking.

Everyone measures and interprets public opinion as he goes about his daily living, whether it be at the barbershop, on his way to work, or in passing the time of day with a friend. This, however, is not a true representation of the public and the opinions thus gained tend to be biased.

Polling Method. The polling method in its many variations has proved invaluable as a method of determining public thinking on a national, state and local level. Although it was first used in securing public opinion in other fields, it has been adapted to education with great success. Because of the great amount of work involved in surveying a community, many schools have been content to rely on superficial information such as common impressions and intuitive impressions. It must be realized, however, that the support a community gives its schools is determined by the understanding that community has of the good that schools can do; therefore, the Educational Administrator must devise a way of determining what the public thinks of the schools and then take positive action toward the improvement of the schools and the public's understanding of them. The schools have a wealth of available manpower to carry out successful public opinion polls.

Parent groups and student groups at practically all grade levels have been used successfully in conducting these polls. In many instances the high school social studies class has been extremely successful in these undertakings.

Public Opinion Poll as a Fundamental Tool. According to Hedlund<sup>2</sup> the public opinion poll is a fundamental tool of school administration in any public relations program because:

1. It reveals areas of ignorance and misinformation, as well as the success of the public relations program in bridging such areas.
2. It informs and educates the community on educational issues.
3. It supplies the administrator with essential information, as to the opinions and attitudes of this community on educational matters, free from the distortions of pressure groups and propaganda agencies.
4. It gives the public some conception of what a good school system can do.
5. It strengthens the democratic process through the sharing of decisions.

American Institute of Public Opinion. The American Institute of Public Opinion places success in the field of public opinion measurement on four factors:

1. The size of the sample. The sample need not be large to render

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2. Hedlund, Paul, "Measuring Public Opinion on School Issues". (Unpublished Doctor's Dissertation), Teachers College, Columbia University, 1946.

a very accurate prediction. The larger the number being sampled, the smaller the percent of the whole is taken as a sample.

2. The character of the cross-section. Such controls as: a. Geographic control, b. Sex, c. Urban non-urban, d. Age, e. Income, f. Political affiliation, g. Educational level, h. Religion, i. Color and nativity of the respondents.

3. The questions asked. Questions should never be biased. Often the questions asked are reversed on half the questionnaires to eliminate this possibility.

4. The timing of the survey.

Types of Polls. There are several types of polls, including the ballot-in-the-paper type, the mail poll, and the personal canvass. The personal interview technique is the most reliable method for obtaining responses from individuals in all the economic groups. Mail ballots prove adequate for persons in the upper income bracket, but not so for the lower.

Other Methods of Obtaining Opinion. Although the public opinion poll as it has been briefly discussed here is the most accurate means of obtaining public opinion, we must not lose sight of others. P.T.A. meetings will often reveal the thinking of a particular section of the school system. Both telephone calls and visits from school patrons must be received with consideration to persons involved. Public relations councils and citizens committees may reveal the feeling of segments of the public on school matters.

After the Educational Administrator has called on his public to share in the schools planning, he must take positive action to move forward and

improve the school program.

### Types of Publics and Their Uses

The Educational Administrator must be cognizant of the profound effects that reliable information of the school and its functions have upon the integration of the educational program with thoroughness and sincerity. An attempt should be made to present information in an interesting and appealing manner to the public.

The press is a common medium to which the public is exposed. Three matters in connection with an Educational Administrator's use of the newspaper need to be understood. These are: his personal relations with the press; a knowledge of what constitutes news; and the preparation of copy for the newspaper. Of these, only the first two will be dealt with at length in this discussion.

Use of the Press. If an administrator knows how to get along well with pupils, teachers, and the parents of his pupils, he has the necessary personality tools for getting along well with representatives of the press. It is largely commending oneself to them. This means, among other things, meeting the editor and perhaps discussing educational problems with him. If an administrator hesitates to visit a newspaper office for the express purpose of seeking the acquaintance of the editor, he might take along a bit of news as a means of making the necessary step.

For a variety of reasons, schoolmen generally are wary of the press.

It is a powerful instrument and can always get the last word. It seems that some newspapers are interested in only school squabbles or the development of the school athletic program. This could be due to the attitude of the Educational Administrator in his relation with the newspaper.

Suggestions Concerning Relations with the Press. Several things an administrator must keep in mind concerning his relations with the press are:

1. Be accessible to reporters. Meet with them as soon as possible when they call. Do not appear superior to them, but meet as friends with a common interest.
2. Send in news articles when it is still news.
3. Don't give long lists of names or a long news article over the phone, but send in a typewritten report.
4. If there is more than one newspaper serving the area, treat them all the same. Give the same news or the same amount of news to each.
5. Send in future events early so that the paper can either carry the events then, or as a follow-up article, or both.
6. Answer questions frankly and honestly. This applies particularly when news the paper seeks is not "favorable" news. Often the rumor that has reached the paper will become facts if the correct story is not given.

What constitutes news? It might be instructive to discuss in detail the factors that make an event newsworthy. Here, however, it is sufficient to state that school events are considered newsworthy by the great majority of newspapers. The amount of space given to school news varies from newspaper to newspaper and from city to city. In Wenatchee, at least one column



a day has been dealing with school problems and how the action by the present legislature in Olympia will affect schools in this area. A lot depends upon space available from day to day, the policy of each newspaper, the competitive interest of school news in relation to other news available, and the aggressiveness of the school administrators themselves. The thing to remember is that all news, no matter what its source, competes each day with every other news item that is available that day. Thus a story which receives a good headline and position one day may not even be worth publishing the next day. The value of news is relative; its importance depends upon the rest of the day's news flow.

Some of the things that might be "news-items" of everyday interest are as follows:

1. P.T.A. meetings (a follow-up as well as a pre-meeting notice).
2. Safety Patrol -- appointments, programs, etc.
3. Celebration of National Education Week.
4. Fire drills.
5. Visiting speakers, special assembly programs.
6. Field trip visits to local industries, welfare agencies, etc.
7. Unusual attendance records.
8. Honor rolls.

News published about a school's activities tends to keep the school before the general public. It pleases pupils, staff, board members, and parents. It constitutes, in a sense, an accounting of stewardship and enables the community subconsciously to accept school activities at what they are: a normal part of life.

The Administrator must assume responsibility for helping achieve a "good press". He is the liaison officer between the printed newspaper page and his school. He should suggest picture coverage of outstanding events and should be alert to special human interest possibilities. Anything about the school that is off the beaten track is a potential human interest story. In all such stories the administrator is expected to give consideration to the probable consequences to the individuals involved.

A good press helps develop pride in the school on the part of the pupils, teachers, parents, and the general public. When people are proud of an institution, they are friendly towards it. When they are friendly, they are certainly in a much better mood to support it and accept some responsibility in connection with it than when they are uninformed, uninterested, and unreceptive.

Along with the press go the radio, television and magazine articles. When using any of these forms, the Educational Administrator must remember that the people are interested in things that are happening in the schools if they are presented in a friendly manner and presented timely.

Parent Groups. The various parent groups constitute the outstanding official organizations through which the Educational Administrator may carry on his community work. The Parent-Teacher Association is by far the most frequently found organization of adults which takes an active interest in the school and cooperates with the teachers in carrying on certain phases of the work. The fact that certain parents show enough interest in the

school to join the Parent-Teacher Association or some adult study group makes it evident that these organizations constitute ideal bodies through which the administrator and his teachers can disseminate knowledge about modern educational procedures. The intelligent administrator is constantly alert to seize every opportunity to direct the activities and the programs of adult groups so that they will be constructive influence in the school and will be learning about the developments in modern education instead of imposing outgrown ideas upon the school. If not properly guided, adult groups closely associated with the school may become very annoying and at times disrupt sound aspects of the educational program. Under no circumstances should any of the adult groups be led to believe that it is within their domain to dictate educational policies and procedures.

It is not meant here that the administrator should assume a haughty or self-appointed attitude. If the administrator is a leader, he will not need to stoop to intellectually belittling tactics to impose the correct relationship upon the adult group. The adult groups, when lead intelligently, will be a great asset to public relations.

Civic Groups. When the opportunity arises for the school administrator to speak to civic groups or social clubs on school policies, he should take advantage of it at all times. This is the way in which he can keep the leaders of the community who represent the professions, business, church, labor, and civic groups or social clubs on school policies, informed as to the school's conditions and needs. The alert and tactful school administrator also receives in this manner valuable community reaction which proves helpful in improving the services rendered by the school.

Community Leaders. In the same way that the administrator speaks to groups which are not associated with the teaching profession, he should seek out community leaders who will bring their knowledge and experiences into the school by addressing the students or inviting them to visit his establishment, whether it be a restaurant or a complex factory. It is the business element of the community which pays most of the taxes for the support of the schools and they certainly like to know that their money is being used wisely. It is better to give them direct information or let them see for themselves than to have them start "investigations" from which the community in general and the schools in particular may suffer. These community leaders can bring much information to the schools and can also carry much away with them.

Lay Members of the Community. The Educational Administrator should make it a practice to call on community members for help in solving general school problems. This does not mean that parents ought to be invited to determine professional techniques and methods to be used by the staff in education, although they may have good suggestions along this line sometimes, but rather to work on such problems, for example, as a hot lunch program. The parents may volunteer to work only or twice monthly to keep the expense down for the children. Perhaps they can devise a means for serving lunches to the needy children. The parents are vitally interested in making the school the best possible so that their children will receive a first class education and the wise administrator certainly realizes this.

If the problem of developing a salary schedule arises, intelligent and broadminded community leaders can be invited to work upon it with a

committee of teachers and members of the board. These people can promote a great deal of influence in creating favorable results for the adoption of a decent schedule. If the salary schedule were developed behind closed doors by a certain few, it may meet serious opposition when finally "sprung" for acceptance. When people work on a common problem and feel that they are a part of it, considerable progress and better understanding can take place.

The School as a Community Center. Just as the administrator should try to obtain the use of community facilities for the school, so he should endeavor to transform the school into a community center for adults as well as for children. The school can be used to offer academic training for those wishing to become citizens or for others wishing to pursue study during the evening. Usually, because of these classes, the adults possess a greater appreciation for the school and can be called upon for their support when the school needs it.

Schools can also be used as community centers for recreational, social and civic activities. In congested sections, the school should offer supervised play for children who otherwise would have no place to go on weekends and during the summer. This is very apt to have a retarding effect on juvenile delinquency.

Adult Interests. Adults in the community also have interests. An adult sports league may be started through the school; social dancing may be instigated, dramatic clubs can be used to foster better community relationships; and adult use of the library in the school are only a few on the numerous activities which can start the ball rolling. When the ball

gathers momentum, then an atmosphere with a feeling of belonging will exist on the part of the parents, non-parent adults, faculty and children.

The school is a community investment, with all adults holding shares, and it is logical to say that it must be operated as a cooperative enterprise for the welfare of all.

Unmet Needs. There are many shortcomings in even the best school systems often without the conscious realization of the school staff and the lay community. Some of these shortcomings may be seriously hampering the effectiveness of the educational program in a dynamic society. Occasionally some problems exist yet are ignored either because of the complexity or because of a lack of concerted effort to find a possible solution. These problems may be current or recurrent with good solutions already known yet not applied to the local situation. Whatever the conditions, they may be considered as "unmet" needs wherever schools are failing to deal with them resulting in maximum benefit to the students and the community. Only by cooperative and intelligent attack upon unmet educational needs, only as schools become responsive to emerging needs, as schools keep abreast of best-known practices, improving tried and tested practices and abandoning outmoded procedures, can they meet the challenge of what good schools can do.

A five-fold purpose for an Unmet Needs Conference is usually evident. First, to give the public the opportunity to express to interested school personnel exactly what they think schools should be doing; to encourage groups of citizens to exchange ideas on needs of schools, thereby awakening the public to the complexity of needs and the necessity for a united

approach; third, to serve as a means of initiating public participation; fourth, to build public understanding; and fifth, to utilize the best available community resources and thinking.

Organization of an Unmet Needs Conference. To organize for such a conference, several basic steps should probably be considered. First, plans should be made for several hundred people to come together at a selected time and place, to lay the foundations of the conference. These people may include either professional educators or laymen or both. The major requirement of selection should be that they be alert people of insight and understanding, who will express themselves freely both orally and in writing. Second, when these people have assembled, they should be addressed by some person of prestige, insight and experience, who will orient them in general terms for the work to be done. Third, the large groups should break into small discussion groups of about a dozen persons, each group being guided by a chairman who has been trained as to foundations and specific goals to be achieved. These meetings should be very informal with all being seated very comfortably. Fourth, from these small group meetings will come several hundred 5X8 cards listing in considerable detail those problems in public education requiring further attention by community and school staff. After all these cards are collected, they are grouped according to problems and at this time the specific needs for further conferences begins to take form. As definite problem areas are established and identified additional laymen and educators may be invited to participate in study groups.

At the conclusion of each meeting, progress will be summarized. As probable solutions are reached, recommendations should be made to the school authorities and board of education for any action desirable. The potentialities of the Unmet Needs Conferences are great and may be continuous to further the relationship between the school and the community.

Citizens Committees. Parents have a personal stake in the outcomes of modern education. They have every right to know what modern schools are trying to do for their children. Beyond that they have an obligation to know what good schools could do if they did all they know how to do.<sup>3</sup>

Citizens Committees for public schools is not a new idea. The earliest American schools were conceived, built, and administered by lay groups. In time the groups underwent a process of evolution and were largely displaced by the more specialized and professional groups. There followed a long period of reduced lay activity on behalf of the schools when education, like government, was left to the professionals. The reawakening of public interest in schools reflects an appreciation of the concern and responsibilities the citizen should have for the schools of his community.

National Citizens Commission. The National Citizens Commission for the Public Schools was activated in May, 1949, by the Educational Policies Commission of the National Education Association. Since then it has had contact with and assisted more than 1,500 lay groups not previously organized. Their experience indicates that there are several times this number of groups

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3. Mort, Paul R. and Vincent, William S. "A Look at Our Schools", The Ronald Press Company, New York. 1946, 2.



active but not contacted. The Commission has received 42,000 inquiries from citizens who wish to know how they may help to forward the objectives of the National Association of Secondary School Principals. These objectives are: to help Americans to realize how important our public schools are to our expanding democracy; and, to arouse in each community the intelligence and will to improve our schools.

Functional Patterns of Operations. Two different functional patterns of operation exist. Perhaps the most common operation is the short term working lay committee, organized to meet and solve some specific immediate education problem. Such problems as financing capital outlay, increasing school revenue, developing a new program, or redistricting have been attacked successfully by working committees of lay people organized at the invitation of the local Board of Education or the Educational Administrator.

The second pattern and one which is perhaps even more significant is the permanent, self-perpetuating type of lay advisory committee, organized at the invitation of the Board of Education. Under this second pattern the Board of Education or the Educational Administrator as the case might be, is purposefully making an effort to accomplish some or all of the following objectives:<sup>4</sup>

1. Desire to keep in close contact with community thinking;
2. Provide a channel of communication between the school and the community;
3. Have a more balanced idea of all groups' opinion from the many different publics which a school board serves;
4. Do some thinking and planning of the educational program with the community;
5. Take the community in as a partner in the school problems;

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4. "Leadership and Educational Administration", Committee report for Education 229a, Educational Administration as Social Policy, Teachers College, 1952, 9.

6. Provide a safety valve so that urgent matters can be thought through before they become pressure points;
7. Provide a clearing center function for educational thinking in the community.

This recognition by the Educational Administrator of the need for a two-way channel of face-to-face discussion of the problems of education between the school and the community is exceedingly significant. It means that we are "growing up" in the Public and Educational Administration.

Functions of Lay Advisory Committees. The function of lay advisory committees is to bring community opinion, investigation, information, thinking, and planning into the school boards' policy making problems in education. The committee goes no further than to recommend. The legislative function belongs to the Board of Education. The Board, in the final analysis, determines what shall be done.

Visitations by Parents. Another group that should be brought into this discussion, although it is not an organized one, is the visitation by parents to the school whether in groups or not. There are many occasions when the school will act as host to the interested parents. These occasions will vary from an interested parent concerned in some phase of his child's progress or by groups interested in a specific phase of his child's progress, such as the School Safety Patrol, etc., to large groups visiting the school to see a program. The underlying principle that the Educational Administrator should keep in mind is that it is good strategy to induce parents to visit the school. The point that needs to be borne in mind and is often forgotten is that the school must not be disrupted in the process. Occasions on which

parents and neighbors are guests of the school are likely to be of the following types:

1. The informal individual visit.
2. The large conference group.

The Informal Individual Visit. Parents should be made to feel that they are welcome visitors at any time and that what they see in the classrooms during an unannounced and unexpected visit is characteristic of the everyday life of the school, not something put on for show. It is significant that the majority of parents hesitate to make informal visits, and when this is true, there is only one explanation, and that is that they have been made to feel unwelcome. A friendly, cordial, competent teacher has no reason to dislike being visited at any time provided always that the visitor herself is friendly, cordial, and intelligent in her observation. Here the Educational Administrator has a double responsibility - to educate teachers to the point where informal visits are welcome, and to educate parents in the technique of visiting. In small group conferences and in the larger regular meetings of the P.T.A. Association, the Educational Administrator may profitably instruct parents in the simple rules of making an acceptable informal visit to the classroom.

Some suggestions the Administrator may discuss with parents concerning their visits to the school might be as follows: (1) Do not knock on the door, but walk in. (2) Greet the teacher briefly and be seated promptly so as not to interrupt the children in their work. (3) If the teacher is engaged in more formal teaching - reading, etc., do not interrupt or move around. (4) If the pupils are working in groups at various types of

activities, feel free to go from group to group and ask questions if it is so desired. (5) If you wish to question the teacher as to her procedures or the progress of your own child, wait until the end of the period or the next dismissal. (6) Do not ask questions about other pupils' progress. (7) Do not stay over-long in any one room; thirty minutes is probably a reasonable length of time. (8) If the teacher comes up to greet you and does not know you, give her your name and express your pleasure at the opportunity to visit the class. (9) Make the children feel that you are a member of the group that you visit with and not merely a grown-up bent on a tour of inspection.

There are many do's and don'ts that, after discussion, the parents will realize and be more at ease in making the informal visits to the classrooms. Nothing makes for better public relations than parents visiting the school with a feeling of welcome awaiting them.

The Large Conference Group. This may be an outgrowth of a small conference or may be initiated by the Educational Administrator to meet a specific school situation. For example, the adoption of a different type of Report of Pupils Progress where a group may be called together to discuss the pros and cons of such a report. It may be wise, therefore, to issue a general invitation to all those interested to meet the Administrator in informal conference, at which time the new Reports are explained, questions are answered, and free discussion, criticisms, and suggestions are encouraged.

Within the school personnel many media are present. The Educational Administrator has to coordinate their uses to give his Public Relations a big boost forward. Some of these are the Staff, the Students, and Board of

Education and Reports to Parents. All are at the administrator's fingertips and much time should be spent in planning their use.

### Areas of Responsibility

All around us in our modern society, we hear high sounding terms emphasizing the fact, "America is a democratic country" or "We live in a democracy." We teach children, as we say, the democratic way of life. The responsibility of interpreting our way of life falls on the school.

It should be recognized that schools are an integral part of our society, that the schools can teach democracy and that the schools have a responsibility for promoting and advancing the welfare and the ideals of a people committed to the democratic way of life.<sup>5</sup>

The schools belong to the public and those who work within the school or school system have the responsibility of accounting to the public for the money, property, instructional program changes and administrative techniques. For these reasons, Boards of Education with the assistance of the Educational Administrator and other professional advisers, are legally and morally bound to keep the people fully informed about the purposes, programs and problems of the school. Since the foregoing is true, Boards of Education should see to it that first hand information is given to the public in order that misunderstandings of the educational program by the public might be avoided. The Educational Administrator plays a very important role in advising the Board of Education in means and methods of disseminating this information.

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5. Otto, Henry J., Elementary School Organization and Administration, D. Appleton - Century Company, New York: 1944, 473.

Open Board Meetings. Many suggested means of informing the public are being used, one of the most popular means being the Superintendent's annual report. Another way of putting vital information about the school into the hands of those who support them is through "Open Board Meetings." These meetings should be held, not so much for lay participation, but for the purpose of pointing out and clarifying the school's program, which is generally misunderstood. These meetings should be a continuous process of presenting well organized facts and interesting news items which reveal the work and purpose and methods of the school to the public.

With the changes in our society go changes in our educational set-up. More and better facilities are needed. Advances in the cost of living, changes in the curriculum, increases in population and other similar problems of necessity demand that the public pays more - higher taxes. Through open meetings of Boards of Education, these facts can be given to the public accurately so that confusion may be headed off.

Boards of Education, generally, do not favor open meetings, but if the schools are to serve the public to the best advantage it would be wise to give them that part of the program which is of great concern to them.

The extensive and important public relations responsibilities of Boards of Education -- and indeed of governing Boards of Educational institutions in general -- have not been defined well enough. Too many board members either are not aware that there are such responsibilities, and so have given no thought to the subject, or, they are of the opinion that the field of public relations lies outside their province.<sup>6</sup>

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6. "Public Relations for America's Schools", Twenty-Eighth Yearbook, American Association of School Administrators, (Washington, D.C.: Dept. of National Education Association, 1950) p104.

In school and community relations the professional staff alone cannot carry the load. Here, as in other phases of the educational enterprise, the board needs the leadership of the professional staff. Yet serving as a liaison between the general public and the professional corps, the board has a strategic position in public relations. Composed of citizens in various walks of life, it is able to detect and present to the professional staff the view, needs, desires, suggestions, and criticisms of the public. Also, it should be able, to some extent, to interpret the ideas of the professional staff to the community it represents.

Written Policies by the Board. Although it is the duty of Boards of Education to establish policies for the schools of their respective communities with due regard to state law and regulations, the statutes, almost universally, are silent with respect to school and community relations. Therefore, school boards have much discretion in this area. The best way to exercise it would seem to be for the board to work out a written policy on public relations as part of its official code. This statement of policy should contain general provisions, including the recognition of the unique importance of school-community relations. It should state the objectives of the interpretation program of the school district and should commit the board to provide for its execution.

The formulation of such a statement of policy would properly be a cooperative project for the board, the Educational Administrator, the professional staff, and perhaps, on occasion, certain other groups. It should grow out of a study of community character, needs, and desires on the one

hand, and out of an analysis of educational services on the other. It should reflect American ideals of public education and evidence an awareness of the various publics served by the schools. Here, as in other areas, the adoption of policy, which is a prerogative of the board alone, needs to be approached with careful deliberation.

Teacher Responsibility. The public school serves more people than any other social institution. Its stockholders are the people themselves, and unless these stockholders are satisfied with the program and the achievement of the school, whose financial support they provide, it is the responsibility and the opportunity for the teacher under the guidance of the Educational Administrator, to keep all of the citizens of the community informed about school policies, purposes, changes, and results of educational administration.

The staff should actively participate in community affairs. They should exercise their rights to vote, speak, join organizations, own property, work, learn, trade, and worship just as all other citizens enjoy these opportunities to participate. They should also aspire to positions of leadership in civic organizations and public affairs in order to improve the life of the community.

Perhaps the greatest challenge to teachers will be found in the development of dynamic community schools which bridge the gap that has long separated the schools and the community. The support of the school must rest upon an understanding of the school's way of operating. One of the chief objectives of any school operational function should be to



inform the public and to quicken the sense of public responsibility for an efficient system of public schools. The community cannot be expected to support institutions which it does not understand. The teacher's role as a part of the administration must be to give leadership, develop understanding, and enlighten the public on what schools can and are doing to develop a better citizenry in our democratic society. As Reeder points out:

School officials and employees must decide therefore, whether they shall help the people to become intelligently and completely informed and thereby to be guided into a sympathetic understanding of the schools, or whether they shall permit them to become misinformed or partly informed through rumor or hearsay, and thereby turned into lukewarm supporters or even enemies of the school.<sup>7</sup>

The Educational Administrator should allow teachers ample opportunity to take full leadership in community functions. Groups of school personnel, pupils, parents and interested citizens should work together in developing plans and policies which when accepted by the Board of Education are implemented by various school groups. A well informed staff is most essential in any school-community improvement. As Jacobson, Reavis, and Logsdon suggest:

Recently there has appeared a tendency to inform teachers, clerks, and custodians about the purposes and policies of the school in order that they may possess accurate information and may disseminate it with their friends whenever the schools are the subject of discussion.<sup>8</sup>

In the final analysis cooperative working relationships should be maintained between staff and parents to build that foundation of friendliness, understanding, and good human relations so essential to the profession.

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7. Reeder, Ward G., The Fundamentals of Public School Administration, The MacMillan Company, New York, 1941: 733-734.

8. Jacobson, Paul B., Reavis, William C., and Logsdon, James D., Duties of School Principals, Prentice-Hall, Inc., New York, 1950: 706-707.

Pupils as Ambassadors of Goodwill. Pupils are probably the school's most effective ambassadors of good will. They offer the Educational Administrator an opportunity to promote good public relations by making certain that the pupils understand and appreciate the total program at the school. Children traveling back and forth to and from school, chatting freely along the way and at home about their school experiences, happy or otherwise, do more to interpret their school program to parents, laymen, and the community than do any other single group. Not only do the pupils help the public size up the school, they also help the school to understand its community.

Because of the pupil's strategic role as intermediary and interpreter, what he thinks and says about his school work and about his teachers is extremely important. How the pupil feels about his teacher, his relationship with other staff members, his attitude about his classwork and the frustrations or successes he has will greatly affect his interpretation of the school to the community.

The public relations influence of pupils should stem from something more than casual and accidental learnings. Their attitudes toward the school and their understanding of its program should result from positive and systematic study. Before the child can be a well-informed carrier of information about the school, he himself must have a foundation of correct information about it. The Educational Administrator must, by careful planning, make sure that his pupil ambassadors are good will carriers.

Building of Pupil Attitudes. The attitudes of children, and subsequently those of their parents, result in large measure from the quality of pupil-teacher and/or pupil-administrator relationships. Another reason the

administrator must keep in mind is that today's pupils are tomorrow's public. Some of the pupils now in school soon will be school board members, parent-teacher leaders, and influential persons in other community groups. Virtually all of them will be school patrons and voters, therefore, schools that serve them well can depend on their continued loyalty and interest.

To the Educational Administrator, the surge of public interest in public education that is now apparent in today's society, is both an opportunity and a challenge. It is an opportunity to educate the public to the condition of education -- its strength and weaknesses, its aims and objectives, its staff and program -- the unmet needs that keep education from forging ahead to meaningful fulfillment of its purposes. The challenge is to make fullest utilization of the tremendous resources that may be tapped within a community through public participation in the solution of education problems.

Educators have long declared that educational problems require the cooperative effort of the schools, the home, and all community agencies and organizations. They have long deplored the apathy of the public. Now that the concept of cooperation of Public and Schools is recognized, it is for the Educational Administrators to seize up that opportunity and face the challenge to make education in our public schools a vital democratic partnership.

## CHAPTER IV

### EXAMPLES OF PUBLIC RELATIONS

The following chapter is intended to give four examples of school systems that have used good democratic techniques of leadership. These are but four of many examples that could be given. They are examples taken from Hollis L. Caswell and Associates', Curriculum Improvement in Public School Systems, published by the Bureau of Publications, Teachers College, Columbia University, New York.

In each of the nine reports of current curriculum programs, the following points are basic criteria for improvement of the programs.

1. A need was shown for some sort of improvement.
2. The need for improvement was considered important enough to have immediate action.
3. The improvement came about through cooperative action of everyone concerned, lay people, teachers, administrators and pupils.

Denver Curriculum Program. The Denver curriculum program was started because it was felt that a revision of the course of study would better enable the pupils to be fitted into the society in which they belonged. This was merely the beginning. The superintendent's recommendations along this line were sent to the school board who in turn set up the necessary improvements that were to allow the complete staff to have better conditions as well as sufficient time to work on this major problem.

The teachers were able to work in subject-area committees and at first they gathered data from professional literature to give them a better background on which to base any future recommendations. From these came courses of study that were used for a while. Over a period of a few years it was again felt by teachers and administrators that more desirable practices and procedures were available and so the courses were again changed.

The trend in the Denver schools seems to be that those experiences pertinent to the needs and interests of the pupils are determined by the pupils and teachers cooperatively with the assistance of other professional personnel available.

The practices followed by the Denver Schools in revising their curriculum follows very closely those put forth by Wiles in "Supervision for Better Schools". To establish common goals the staff must have opportunities to share ideas, procedures and resources. They must at the same time have leadership of the type that keeps each working up to his capacity and then formulating the outcome into a workable idea.

After an idea, course of study, call it by any name, has been put into practice it must be evaluated. This is being done continually by the Denver schools through evaluation committees on each instructional level. After careful evaluation by both staff and pupils, committee recommendations for future improvements are sent to the Executive Board of the Committees on Instruction where they are sent to the appropriate group to be worked upon.

Glencoe Improvement Program. The Glencoe, Illinois improvement

program came about much the same way the Denver program did. Here, in Glencoe, the teacher in the classroom is the most important individual in the system. She gets help from many varied sources such as special teachers in subject fields, lay people, administrators and teachers in special fields. Working together, not as employee and employer, but as several people of equal ability and standing, the staff of the Glencoe schools meet the needs of the pupils in their care.

Here it is evident that great progress is being made in preparing the youth of Glencoe, Illinois for life in a complex world. Again, this was done only after years of careful planning by all members of the staff, after needs were found and the interest to improve these needs was shown by all concerned. Nor does it stop at one evaluation, but is continuing to be in keeping with the modern ideas of education by constant evaluation of the program. This evaluation is done by pupils, teachers, and all members of the staff with assistance from lay people.

Kingsport Program. In the Kingsport, Tennessee situation the starting place came not only from the staff, but from interested citizens as well. The townspeople came from many varied backgrounds and many communities in other parts of the United States. There was a feeling among all concerned that the schools in this community were too traditional.

The Director of Instruction started things going by first studying the situation. He then requested teachers to hand in written problems which they felt needed immediate action or in which they were greatly concerned. This gave the staff a place to start to work evaluating their

curriculum and to plan changes to improve the educational facilities.

Teachers were given the opportunity to work on any of the eight areas they wished or were particularly interested. The eight areas were derived at through combining and redefining the problems turned in by the teachers. Most of the work was carried on by these study groups and to better coordinate the activities of all groups, a Curriculum Council composed of representatives of each level of instruction was set up.

Through these study groups came a basic understanding of what type of curriculum was needed in the Kingsport schools. They found need for public meetings, for a pre-school workshop, for special consultants and many types of cooperatively planned demonstrations. Lay participation played an important part in planning the curriculum. This was done through P.T.A. programs, radio broadcasts and newspaper publicity.

Since the inauguration of the program, the attitude has grown in the community that curriculum development is a legitimate and continuous process which should be carried on by any school to maintain adequate programs of education for its youth.

Again in this curriculum study, leadership by those in charge of the unity of this program was clearly shown. All teachers and interested personnel were contributing their part which should maintain a good emotional atmosphere and confidence in the school system. The program was based on honest evaluation which should keep the Kingsport schools continually growing in educational concepts and practices.

Minneapolis Curriculum Program. The Minneapolis, Minnesota School System in planning for curriculum improvement has established good public relations. Many media for informing the public are being used as well as having the public take an active part in the planning. It is felt that this system should be discussed here as an additional example of a good Public Relations Program.

The central office administrative and supervisory staff outlined a plan for a system-wide curriculum study. This plan was to be carried over a period of years and was to be a continuous project. Realizing that no program could be successful if administratively dominated or dominated by one small faction of the school community, the plan was presented to the teaching and other administrative personnel for their suggestions and criticisms. These changes in the original plan were accepted by the whole group and the revised plan was carried through.

The improvement program is carried on at every level of instruction, first by small groups or individual buildings, then by representatives from each building meeting as a central committee. On some problems the committees cut across the several levels of the school system and in some cases across subject matter lines. Each group or committee works toward the solution of a specific problem or toward a specific objective.

Lay personnel served on the various committees at different times. Their suggestions and advice were weighed evenly with that of other members of the committee. Parents were invited in to watch the progress of various committees, as well as to observe some of the outcomes in actual practice. In some cases on advice of the committees, parents have been invited to help out



with lunchrooms, recreational programs, and with nursery programs. Not only do the parents help with the various activities and committees, but they are asked to help evaluate the various outgrowths.

Magazine articles have been written explaining the process used to arrive at decisions. Newspapers are kept well informed of the progress of any group activity and a representative of the press is usually present when a committee is in session.

Pupils are invited in some areas to help formulate plans. However, they are not as active in planning the curriculum as they might be. This is due to an intensive plan of preparation for committee work they need before they can become helpful members of any organized group striving to reach important decisions.

The Minneapolis, Minnesota plan for Curriculum Improvement exemplifies the democratic process in action in the formulation and administration of the school program and school policies. Any school that involves the community as Minneapolis has done must indeed have a well rounded Public Relations program.

In each of the four cases stated here, the Educational Administrator, whether he was named as Curriculum Director, Superintendent, or Supervisor, used democratic procedures in his leadership. The Administrator involved the staff, pupils and lay personnel in improving the curriculum of each of these schools. If the same procedures are used while solving any problem of school administration, a solution will be reached that will prove satisfactory to the school-community.

## CHAPTER V.

### SUMMARY AND CONCLUSIONS

Each Educational Administrator must assume the position of a community leader, using democratic procedures, to bring the school to the people. There are five major areas in which the Educational Administrator activates his role as community leader. The first is the area of school interpretation and school program development as these pertain to his own school. This area is named first because it is the writer's judgment that the basic foundations for any school and community relations program must be laid in, through, and by each school, whether it is the only school in the community or whether it is but one of many schools in a large system. Unless pupils and patrons are informed about, understanding of, and sympathetic to the program, instruction, personnel, and services of the unit with which they make their immediate contacts, all efforts at school interpretation and public relations are likely to be viewed lightly or skeptically. Since the individual school has this strategic place in the total school-community relations picture, the Educational Administrator's first and most important sphere of operations involves the people who live within the service area of that school, many of whom have children attending that school.

The channels through which the Educational Administrator exercises his leadership with his own clientele are numerous. Among them, certainly,

would be working with his own faculty in developing a good school program and in building morale in the student body. Since a good instructional program is basic to any plan of school interpretation, the administrator is building the foundation for good school-community relations when he assists his faculty in developing a good curriculum. Curriculum revision and community relations thus merge in one activity.

Since teachers themselves are extensively involved in school-community relations, the Administrator will give leadership in assisting his faculty members to acquire a full recognition of their public relations opportunities and skill in performing their parts. The teachers' role includes the development of ways whereby the pupils can become good-will delegates. By helping the faculty to become competent in school-community relations, the Administrator is multiplying himself by the number of teachers on his faculty.

Expanding the amount and the significance of lay participation in the school's program is another avenue through which the administrator can exercise his community leadership. Having teachers and pupils invite adults to serve as recourse persons in various class enterprises, using community agencies and institutions for excursions, having adults participate with pupils in community service or survey projects, and having committees of adults assist in curriculum revision projects are but a few examples of the many ways the adults may participate in the active school program. Some schools have developed parent participation to the point where parents share in discussing and debating basic educational issues. In some cases the P.T.A. is the agency through which the foregoing types of activities emerge. In other cases the Administrator works separately with the P.T.A.

The fourth large area in which the Educational Administrator provides community leadership is in being a member of the school system's administrative staff in planning and carrying out those school and community relations which need coordination through the central office. It is assumed that certain elements of a comprehensive school interpretation program should be the responsibility of the central office and that each member of the administrative staff should be a contributor to the over-all program. The nature of the Educational Administrator's contribution and those of his school will be many and varied.

The fifth large area in which the Educational Administrator functions consists of adult groups not officially associated with the schools, such as local service clubs, women's organizations, and church groups. By being an active participant in as many such organizations as feasible, and by having cooperative relations with others, the administrator can frequently cause such groups to develop an interest in the schools, guide their thinking about educational issues, and direct their efforts into activities which will help the schools.

It has been the purpose here to submit basic assumptions which establish the concept of democratic administration and to translate this concept into a program of action. Attempts have been made to point out certain limitations to the realization of democracy in educational administration; however, it is believed that these factors should serve as guides rather than to restrict.

The administrator holds the key to the success of this concept and he must change his perceptions regarding fundamental factors if theory is

translated into an effective program. The democratic administrator must realize that people act more as a result of feelings than of logic, and that he must learn to make this distinction. He must learn new ways to initiate and implement change so as to reduce resistance to change. New skills for meeting this problem are necessary. He must keep open always a two-way system of communication so that he may not only sell his own ideas, but also be able to listen to the contribution of others interested in schools. He must become better acquainted with the organization of the school -- not only the physical organization, but the more significant social organization consisting of all who are interested and able to contribute to the effectiveness of the program.

This discussion has deliberately focused the Administrator's community leadership role upon matters pertaining to the "school" in the community, because it is the writer's belief that the Administrator's first responsibility is to help the community to have good schools. The opportunity to do this seems to expand as the school itself becomes more and more of a genuine community school in which various adult groups work and study together to find better solutions to their problems. When the school becomes the center for adult and student efforts to improve the community, the Educational Administrator's role becomes an avenue through which he can give democratic leadership in other areas of community endeavor.

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